Government of Saskatchewan

Annual Report 1985 - 86

Saskatchewan Indian and Native Affairs Secretariat

for the fiscal year ending
March 31, 1986

Minister
The Honourable Grant Schmidt

Saskatchewan
Indian and Native Affairs
Secretariat

3rd Floor, 1870 Albert Street
Regina, Saskatchewan
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Letters of Transmittal

The Honourable F. W. Johnson
Lieutenant Governor
Province of Saskatchewan

May it Please Your Honour:

I respectfully submit the Annual Report of the Indian and Native Affairs Secretariat for the fiscal year ending March 31, 1986.

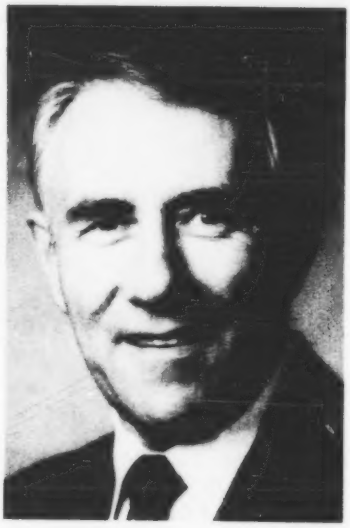
Grant Schmidt
Minister of Human Resources,
Labour and Employment

The Honourable Grant Schmidt
Minister of Human Resources,
Labour and Employment

Dear Sir:

I have the honour of submitting the Annual Report of the Indian and Native Affairs Secretariat for the year ending March 31, 1986.

Respectfully submitted,



Joe Leask
Secretary

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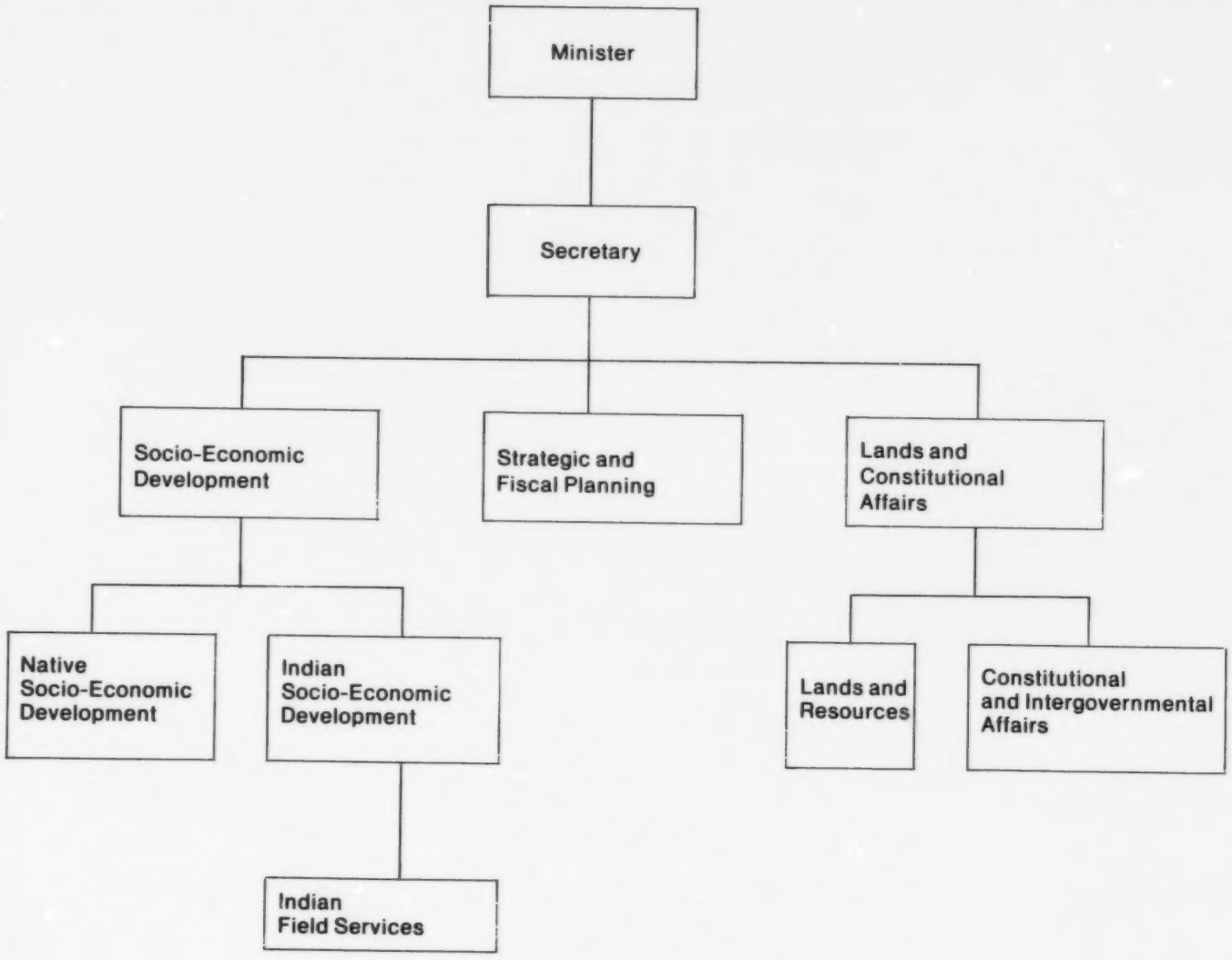
Indian and Native Affairs Secretariat Organization Chart



Role and Structure of the Secretariat

The mandate of the Indian and Native Affairs Secretariat is outlined in *The Indian and Native Affairs Secretariat Act*. The Secretariat serves as a focal point for aboriginal issues within the provincial government. In an overall sense, the Secretariat may undertake the following:

1. Act as a contact point within the Government of Saskatchewan for aboriginal people.

2. Establish social and economic development programs and policies for Indian and Native people.

3. Make recommendations with respect to various matters affecting Indian and Native people.

The Secretariat has direct responsibility for a number of aboriginal issues and maintains an overview of departmental activities which impact on aboriginal people. Overall aboriginal policy development and co-ordination are within the purview of the Secretariat's mandate. The departments, on the other hand, maintain responsibility for specific policy development and the delivery of programs to aboriginal people.

The Indian and Native Affairs Secretariat undertakes a number of specific activities in carrying out the mandate. A number of functions are central to the operations of the Secretariat and include the following:

1. The management of the aboriginal policy framework for government including the formulation of policy in priority areas such as economic development, land and resources and aboriginal constitutional matters.

2. The co-ordination of government policies and programs of an aboriginal nature.

3. The management of the relationship between the province and aboriginal people and aboriginal organizations.

The planning and co-ordination role was a particularly important element of the Secretariat's overall activities in the year under review. The co-ordination of aboriginal policy and programs was undertaken at many different levels and included co-ordination between provincial departments, between the province and the federal and municipal governments, and between the province and aboriginal non-government organizations.

At the intergovernmental level, the Secretariat served in a capacity of a central agency. The Secretariat had developed an overall policy framework to serve as a guide to departments when they plan initiatives related to aboriginal people. At the same time, the Secretariat maintained an overview of the current range of departmental policy and program activities. This overview allowed the Secretariat to provide leadership in dealing with aboriginal issues as well as to maintain overall policy direction.

The Secretariat also co-ordinated departmental budget submissions into a Native package of programs during the preparation of government estimates. This ensured that overall government priorities respecting aboriginal programs and issues were an integral part of the budgetary process.

At the intergovernmental level, the Secretariat co-ordinated provincial activities with activities being undertaken by other levels of government. The co-ordination of activities is designed to avoid duplication of services and to maximize the use of provincial resources. During the year under review, discussions continued with the federal government on a number of economic development initiatives.

The Secretariat also co-ordinated activities with aboriginal non-government organizations. This liaison is intended to inform the organizations about provincial government policies and programs and to facilitate their input and involvement in provincial initiatives. The Secretariat also provided core funding during the fiscal year to the Association of Metis and Non-Status Indians of Saskatchewan, the Saskatchewan Native Communications Whetamatowin Corporation, the Saskatchewan Association of Friendship Centres, the Saskatchewan Indian Women's Association and the Saskatchewan Native Women's Association.

Staff from the Secretariat are assigned portfolios which reflect the spread of the Secretariat activities. Staff members maintained general liaison with provincial departments, the federal and municipal governments, and the non-government organizations with the purpose of keeping apprised of current issues and of providing input on policy and program matters.

Organizationally, the Secretariat has been divided along lines which reflect major functional areas of activities. The Lands and Constitutional Affairs Branch had overall responsibility for treaty land entitlement and provided inputs on constitutional matters related to the aboriginal rights amendment. The Socio-Economic Development Branch had responsibility for policy development on economic development issues as well as for related social issues. The Strategic and Fiscal Planning Branch had responsibility for overall policy development as well as for financial planning and administration.

Economic Development

Introduction

The province's focus on economic development is consistent with frequently expressed ambitions of Indian and Metis people to be economically self-sufficient. Indian and Metis economic institutions and businesses contribute to financial growth at the community level and the province as a whole. Such growth has been fostered by various provincial government initiatives.

Indian Economic Development Program

Fiscal year 1985-86 represents the third year of operation of the provincial Indian Economic Development Program. This program was established to assist Indian people at the band level to become more economically self-sufficient. Through this program, grants are provided as "seed money" to initiate viable businesses for Indian people.

The four major objectives of the program are as follows:

1. To create permanent and meaningful jobs for Indian people which will enable them to participate in and contribute to local economies and the province as a whole.
2. To enable Indian people to become more economically self-sufficient through the establishment of viable businesses controlled and staffed by Indian people.
3. To focus on job creation in only the most viable sectors such as resource development and tourism.
4. To press for a balanced and co-ordinated approach to Indian economic development with other provincial and federal programs.

Administration of the Program

The Saskatchewan Indian and Native Affairs Secretariat has overall administrative and fiscal responsibility for the provincial Indian Economic Development Program. Applications are submitted to the Secretariat to be assessed in terms of viability, funding sources and other information required under the criteria. Applications which meet the criteria are then forwarded to the Indian Advisory Board for review and funding consideration. The Indian Advisory Board was established during the summer of 1984 and consists of representatives appointed by each of the District Chiefs' Councils in the province. Final ministerial and/or Order-in-Council approval is required under our legislation before grants can be released.

Eligibility

Only Status Indian people are eligible for grants under this program. Accordingly, grants can be made to Status Indian individuals, Indian bands and the Indian economic development institutions. While the program is aimed primarily at business development at the reserve level, Status Indian projects in urban centres are also funded.

Role of Federal Government

Although the program directly provides financial support to Indian people at the band level in the area of economic development, provincial involvement does not diminish the role of the federal government which has legislative responsibility for Status Indian people. Rather, the provincial program serves to complement federal economic development and job creation initiatives in concert with overall economic development priorities and opportunities in Saskatchewan.

Types of Projects

During the 1985-86 fiscal year, 87 grants were disbursed under the Indian Economic Development Program at an expenditure level of $1,999,592. Forty-nine grants or 56 per cent of total projects were in the small business sector. This number represents nearly double the number of Indian small businesses funded in the previous fiscal year. Small business grants were typically for convenience stores, gas bars and service stations, arts and crafts retail sales, trucking, beauty salons, etc.

Funded Projects by Sector, 1985-86

	Number of Projects	Funding	Percentage
Small Business	49	$ 654,464	32.7%
Construction/Industrial	13	678,380	33.9
Tourism	5	309,000	15.5
Oil and Gas	3	70,000	3.5
Studies	14	147,748	7.4
Manufacturing	3	140,000	7.0
	87	$1,999,592	100.0%

In the construction and industrial sector, a grant was provided to the Prince Albert District Chiefs Council for the development of an industrial service centre in Prince Albert. Grants for a similar purpose were also made to the Onion Lake Band for an industrial service centre in Lloydminster. Indian-owned construction companies were also funded involving the Flying Dust, Big C, Little Black Bear, Sakimay, Piapot and Pasqua Bands.

The tourism sector grants were made for golf courses involving the Cowessess and White Bear Bands, a ski resort at Ochapowace Band, a cottage subdivision at Kahkewistahaw Reserves and a lodge at Chitek Lake involving the Pelican Lake Band.

Manufacturing sector grants were made for arts and crafts production centres involving the Cote, Poormans and James Smith Bands which will market goods throughout North America. Grants were also provided for the exploration and development of the oil and gas sector.

The program funded 14 studies which accounted for 7.4 per cent of total expenditure. These were feasibility and/or market studies related to specific business initiatives.

Overview

The $2 million in provincial funding has also served as a catalyst in levering $9.4 million from the federal government, financial institutions and other sources. The 87 projects funded during the fiscal year will create 375 jobs. In addition to job creation, these projects provide a base to train and employ Indian peoples in the private sector.

Creation of Socio-Economic Adjustment Measures for People of Indian Ancestry living in Urban Centres

Many people of Indian ancestry are following earlier trends experienced by rural agricultural families who have been attracted to urban centres. They seek better education, employment and generally a more "affluent" lifestyle. During 1985-86, the Secretariat, in co-operation with the Federal Economic Development Co-ordinator's Office (FEDCO) undertook to establish a program to assist aboriginal organizations in Saskatoon and Regina identify specific social-economic adjustment measures.

Many people of Indian ancestry in urban centres experience difficulty obtaining employment. They are faced with the natural competitive barriers of inadequate education, work experience, an unstable employment history, etc. Consequently many become dependent on welfare and relatives.

The social and economic problems experienced by aboriginal people, including lack of housing, alcohol and drug abuse, welfare dependency and trouble with the law, stem from complex historical circumstances. One typical example of such an issue relates to the void in services available to off-reserve Status Indians. Status Indians living off the reserve find they do not qualify for services provided by Indian and Northern Affairs Canada to Status Indians on reserve. This creates a strain on existing urban programs and budgets.

There have been proposals submitted from the Association of Metis and Non-Status Indians and Native service groups outlining specific measures for addressing the unique social-economic problems people of Indian ancestry experience in urban Centres. The City of Regina, through the Mayor's Task Force, has been supportive of economic initiatives which could be undertaken in support of urban Native economic development.

The creation of an urban social-economic adjustment program in Saskatchewan is unique as it is among the first of its kind in Canada. The Indian and Native Affairs Secretariat is looking to the Aboriginal community to take leadership for facilitating such a plan and for negotiating with the many interest groups regarding their role in addressing urban Native needs.

Special Agricultural Rural Development Agreement (Special ARDA)

The second year of the federal-provincial three year Special ARDA Agreement has helped to establish 171 aboriginal business enterprises. As a result hundreds of employment opportunities in Saskatchewan have been created. Projects range from large scale resource development to very small service and retail businesses. The program assists people to access financing and business counselling and promotes Indian and Native involvement in business development.

The program is implemented by the provincial departments of Tourism and Small Business, Agriculture and Advanced Education and Manpower. The Secretariat chairs the federal-provincial Project Advisory Committee meetings on behalf of the Province of Saskatchewan and develops policy options relative to aboriginal economic development issues. The Special ARDA Project Advisory Committee consists of 12 members equally representing aboriginal organizations and institutions (e.g. Gabriel Dumont Institute and the Saskatchewan Indian Agriculture Program) and government. Project recommendations are made to the respective federal and provincial ministers for decision.

Special ARDA is one mechanism enabling Saskatchewan's Indian and Native citizens to actively participate in provincial economic opportunities.

Indian and Metis Involvement in the Wild Rice Industry

The wild rice industry of Northern Saskatchewan produces approximately 50 per cent (1 million pounds) of Canadian wild rice product. The growth potential is excellent and indications are production could easily double. Wild rice is a valuable commercial product which fits well with native traditions of trapping and commercial fishing. Approximately 75 per cent of the current wild rice permits issued are to people of Indian ancestry. The wild rice industry produces employment and income for families complementary to traditional livelihoods.

The Department of Agriculture has promoted an industry perspective in supporting a number of initiatives for nurturing expansion within the industry. One of the most significant developments during 1986 was the organization of a conference and the election of a Wild Rice Council. This effort was supported by both the federal and provincial governments through co-operation between the federal Department of Regional Industrial Expansion and Saskatchewan Agriculture. The Wild Rice Council will spearhead initiatives relating to research and development, processing and marketing.

Saskatchewan Indian and Native Affairs Secretariat provided some financial assistance to Indian Bands to purchase shares in the ownership of the wild rice processing plant at La Ronge. Attention is now being directed toward the need for future research and development of wild rice cultivation techniques, processing and marketing.

The wild rice industry offers much challenge and opportunity for generating significant economic returns for the Northern economy. The Secretariat encourages Indian and Metis people to seize the opportunities which exist within the industry.

Indian Field Services

The mandate and services of the Secretariat are extended directly at the community level through an Indian Field Services Unit. Field offices are located in Saskatoon, Fort Qu'Appelle, Kamsack, Prince Albert and Meadow Lake.

The Indian field officers serve an essential role in the delivery of the Saskatchewan Indian Economic Development Program. Field officers receive business applications and assess their viability under established program criteria. Consultation is also undertaken with financial institutions and other government agencies to secure funding commitments for business proposals. Field officers are also responsible for the monitoring and follow-up of projects which have received provincial funding under the program.

In addition to economic development, field officers have an important liaison role with Indian people at the provincial, district, band and individual level on a wide range of issues such as health services, child care and hunting and fishing rights. Field officers also provide information on new provincial programs and services.

Constitutional Affairs

On April 2-3, 1985, the third of four First Ministers' Conferences on Aboriginal Constitutional Matters was convened in Ottawa. The focus of the conference was on the issue of aboriginal self-goverment.

At the conference, Saskatchewan spoke on behalf of a combination accord/amendment that would have provided for negotiations between governments and aboriginal peoples in individual jurisdictions on self-government. The accord/amendment, which received significant support but was not ultimately adopted, also contained a mechanism for the constitutional protection of agreements on self-government. Following the 1985 First Ministers' Conference, Saskatchewan participated in a June 1985 ministerial meeting convened in part to determine the level of agreement among the parties on the accord/amendment discussed at the conference.

Equally important, in the post-conference period, Saskatchewan reached an agreement with the federal government and the Association of Metis and Non-Status Indians of Saskatchewan to institute a process of tripartite discussions related to Metis and non-status self-government within Saskatchewan. After several preliminary meetings in late 1985, the tripartite process commenced in January, 1986, based on a six-point agenda agreed upon by the parties. A senior officials' umbrella Tripartite Negotiating Committee was established, along with working groups, to address in detail several of the agenda items. Both the Tripartite Negotiating Committee and the working groups met monthly through the remainder of the 1985-86 fiscal year.

A number of Saskatchewan departments are involved in the tripartite discussion process co-ordinated by the Indian and Native Affairs Secretariat. Officials' level management of both the tripartite process and Saskatchewan's participation in the aboriginal constitution process is being accomplished through an Executive Management Committee composed of representatives from the Indian and Native Affairs Secretariat, the Intergovernmental Affairs Branch of Executive Council and the Department of Justice.

Lands and Resources

Treaty Land Entitlement

The Natural Resources Transfer Agreement, concluded in 1930, transferred natural resources within the province from the federal government to the Saskatchewan Government. Paragraph 10 in the agreement made provision for Canada to request from Saskatchewan the transfer of Crown lands to meet Canada's obligation under the treaties concluded with Indian people. In 1976-77 the federal government, the province and Saskatchewan Indians agreed that 30 bands had not received the full allotment of reserve land to which they were entitled under treaty. Paragraph 10 of the Natural Resources Transfer Agreement is the legal basis for provincial involvement in subsequent efforts to provide those 30 bands with the reserve land to which they are legally entitled.

A general provincial policy, established in 1984, determined that negotiations would proceed on a band-by-band basis in order to allow greater flexibility in adapting treaty entitlement settlements to individual band circumstances and goals. During the 1985-86 fiscal year, negotiations proceeded to an advanced stage on the entitlement of the Fond du Lac Band.

In March 1986, an agreement based on the 1984 policy was reached with the Fond du Lac Band in full settlement of its outstanding treaty land entitlement. The settlement agreement allows for mineral exploration by Eldor Resources Limited on the transferred lands, thereby providing economic and employment opportunities for the Band.

Treaty land entitlement discussions are actively underway with other bands, the federal government and the Federation of Saskatchewan Indians. The Indian and Native Affairs Secretariat is also proceeding, in conjunction with federal officials and representatives of the Federation of Saskatchewan Indian Nations and Entitlement Chiefs, to establish general policies necessary in order to reach settlements satisfactory to all parties involved.

Resource and Land Use Issues

The Secretariat is responsible for co-ordinating provincial activity in relation to renewable and non-renewable resource issues involving Indian and Metis interests. This can include issues involving water rights, mines and mineral rights and ownership, forestry and agriculture leases and conservation. The Indian and Native Affairs Secretariat also co-ordinates provincial government activity on a wide range of other land and land use issues involving Indian and Metis people.

Indian and Native Affairs Secretariat Year-End Expenditures 1985-86

Administration

MLA Other Allowances and Support Staff	$	7,078.60
Department Head and Branch Head — Salaries		79,979.72
Permanent Positions — Salaries		533,294.44
Temporary Positions — Salaries		68,187.09
Labour Services, Casual and Part-time Employment		24,860.95
Honorariums, Special Services and Fees		6,950.00
Allowances, Retiring Gratuities and T.P.H.D.		56.54
Professional and Technical Services		7,801.00
Rents, Insurance and Utility Services		9,444.70
Advertising and Printing Related Expenses		13,555.67
Repairs and Maintenance		935.51
Travelling Expenses		116,257.94
Postage, Communications, Freight, Express and Relocation Expenses		57,797.78
Computer and Word Processing Related Expenses		37,274.69
Contractual Services (Other)		95,346.47
Stationery and Office Supplies		11,563.72
Scientific and Educational Supplies		1,852.25
Provisions and Business Expenses		3,529.58
Miscellaneous Materials and Supplies		426.67
Office Equipment		4,054.86
Total Administration		$1,080,248.18

Grants

Native Grants	1,250,890.00
Indian Grants	2,091,082.00
Total Grants	3,341,972.00
Total Indian and Native Affairs Secretariat	**$ 4,422,220.18**